

Geneva, May 10th, 1934.

LEAGUE OF NATIONS

**ADVISORY COMMISSION
FOR THE PROTECTION AND WELFARE
OF CHILDREN AND YOUNG PEOPLE**

**REPORT ON THE WORK
OF THE COMMISSION IN 1934**



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TRAFFIC IN WOMEN AND CHILDREN COMMITTEE

REPORT ON THE WORK OF THE THIRTEENTH SESSION

(Geneva, April 4th to 7th, 1934.)

The thirteenth session of the Traffic in Women and Children Committee opened at Geneva on April 4th, 1934, His Excellency Count Carton de Wiart, delegate of Belgium, being in the chair, and M. Enrique Gajardo, delegate of Chile, acting as Vice-Chairman.

Composition of the Committee.

Government Delegates :

His Excellency Count CARTON DE WIART (<i>Chairman</i>)	<i>Belgium.</i>
M. I. MAUS, technical expert	
M. GAJARDO (<i>Vice-Chairman</i>)	<i>Chile.</i>
Mr. S. W. HARRIS	<i>United Kingdom.</i>
Miss J. I. WALL, substitute delegate	
Dr. Estrid HEIN	<i>Denmark.</i>
M. MARTINEZ-AMADOR	<i>Spain.</i>
His Excellency M. REGNAULT	<i>France.</i>
M. G. BOURGOIS, substitute delegate	
Mrs. SUBBARAYAN	<i>India.</i>
Count Ugo CONTI-SINIBALDI	<i>Italy.</i>
Princess GIUSTINIANI-BANDINI, assistant delegate	
M. YOKOYAMA	<i>Japan.</i>
M. MUNESUYE, technical expert	
M. ISHII, technical expert	
M. ISONO, secretary	
His Excellency M. CHODZKO	<i>Poland.</i>
Mme. WOYTOWICZ-GRABINSKA, substitute delegate	
His Excellency Professor V. V. PELLA	<i>Roumania.</i>
Princess CANTACUZÈNE, substitute delegate	
Djelal HAZIM Bey	<i>Turkey.</i>

Assessors :

Mme. AVRIL DE SAINTE-CROIX	Women's International Organisations.
Mlle. LAVIELLE	International Union of Catholic Women's Leagues.
Mlle. Andrée KURZ	International Federation for the Protection of Girls.
Mr. S. COHEN	Jewish Association for the Protection of Girls, Women and Children.
Mr. F. SEMPKINS	International Bureau for the Suppression of Traffic in Women and Children.
Mme. DE DIESBACH	International Catholic Association for the Protection of Young Girls.
Mr. Bascom JOHNSON	(Appointed in a personal capacity.)

Liaison Officer :

Mme. THIBERT	International Labour Office.
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Secretariat :

M. E. E. EKSTRAND	Director of the Opium Traffic and Social Questions Sections.
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His Excellency Count Carton de Wiart, Belgian delegate, being prevented from attending the session the first days, the Chair was taken during this period by M. I. Maus, technical expert.

The Chairman, taking note of the changes in the composition of the Commission, welcomed the new members — namely, the delegates of Chile, India and Turkey. He expressed the Committee's regrets in regard to the absence of the German delegate, of Mme. Martinez Sierra (Spain), of Miss Grace Abbott (United States of America), of the delegate of Uruguay and of Dame Rachel Crowdy, and greeted M. Munesuye and M. Ishii, experts sent by the Japanese Government to take part in the discussion of the report of the traffic in women and children in the East; His Excellency Professor Pella and Princess Cantacuzène, delegates of Roumania replacing Mme. Romniciano; and Mme. Raoul de Diesbach, Vice-President of the Swiss National Committee of the International Catholic Association for the Protection of Young Girls, replacing Mme. de Montenach.

I. PROGRESS REPORT BY THE SECRETARY.

The Secretary stated that, since the last session, Brazil had ratified the 1921 Convention for the Suppression of the Traffic in Women and Children, and that Guatemala and Paraguay had ratified the 1923 Convention for the Suppression of the Traffic in Obscene Publications. He noted that the 1933 Convention for the International Suppression of the Traffic in Women of Full Age has been signed up to the present by the twenty-seven following States: Union of South Africa, Albania, Australia, Austria, Belgium, United Kingdom of Great Britain and Northern Ireland, Bulgaria, Chile, China, Czechoslovakia, Free City of Danzig, France, Germany, Greece, Hungary, Latvia, Lithuania, Monaco, Netherlands (including the Netherlands Indies, Surinam and Curaçao), Norway, Panama, Poland, Portugal, Spain, Sweden, Switzerland and Yugoslavia.

He gave particulars of the meeting of the International Conference for the Unification of Criminal Law held in Madrid, from October 14th to 20th, 1933, in so far as its proceedings related to the question of the suppression of the activities of *souteneurs*.

II. SOUTENEURS.

The Committee took note of a resolution passed by the International Conference for the Unification of Criminal Law in 1933. The general discussion dealt with the difficulties which might arise in this connection and the means of avoiding them by collaboration between the Committee and the International Bureau for the Unification of Criminal Law. Attention was drawn to a resolution of a general character passed by the Assembly in 1933 on the subject of collaboration with the Bureau in question. At the request of the United Kingdom delegation, the question was referred to a sub-committee, which drew up the following resolution in collaboration with the Secretary-General of the International Bureau for the Unification of Criminal Law. This resolution was adopted by the Committee:

“The Committee,

“Having noted with interest the result of the discussions of the Fifth International Conference for the Unification of Criminal Law held in Madrid in 1933;

“Considering that this Conference endeavoured to bring into harmony existing legislation regarding the question of the suppression of *souteneurs*;

“Considering the resolution of the fourteenth Assembly of the League, providing for collaboration with the International Bureau for the Unification of Criminal Law:

“Recognises the necessity for this collaboration between the Committee and the said Bureau in regard to the problems in which both are concerned;

“Requests the Bureau to take as a basis for its work the most complete and stringent legislative provisions for the suppression of all forms of activity on the part of *souteneurs*;

“Decides to consider at its next session the question of the preparation of an international convention for the punishment of *souteneurs*.

“The Committee has, moreover, expressed the opinion that the Advisory Commission should invite the International Bureau for the Unification of Criminal Law to be represented when it examines questions of common interest, such as punishments to be inflicted on *souteneurs*.”

III. SUMMARY OF ANNUAL REPORTS OF GOVERNMENTS FOR 1932-33.

Taking the questions in their order, the Committee examined the summary of the annual reports sent by thirty-six countries. It came to the conclusion that these reports suffer from repetitions and omissions, and that no comparative study of them is feasible. Their object was to enable the Committee to keep in touch with the situation in each country. It was therefore important that the reports should be as full and accurate as possible. This, however, is not at present the case. The statistics are only approximate; cases are mentioned without any reference to the action taken in regard to them. The Secretariat was instructed to get into touch with the competent authorities with a view to securing fuller and more accurate information.

IV. EXAMINATION OF REPORTS OF VOLUNTARY ORGANISATIONS.

The statements made by the six assessors representing the international organisations showed that the latter had continued their valuable work, notwithstanding the serious financial difficulties due to the world economic depression.

The *International Catholic Association for the Protection of Young Girls* reported on the development of its railway-station missions and rescue homes. It laid particular stress on its activities in France, Lithuania, Portugal, Yugoslavia and Morocco. The delegate of Poland emphasised the value of rescue homes and the importance of keeping a close watch upon the engagements of young girls for dancing-establishments abroad. He suggested that the Association should make an enquiry into the matter.

The *International Union of Catholic Women's Leagues* has concentrated its attention on the influence of unemployment on prostitution, the statistics and other data obtained having shown that unemployment is a factor in prostitution. The Union stated, however, that it was convinced that the demoralisation of the young was chiefly due to the disintegration of families and to lack of education, and it laid stress upon the importance of preventive assistance.

The *International Bureau for the Suppression of Traffic in Women and Children* referred to the support given by its National Committees to the signature of the 1933 Convention for the Suppression of the International Traffic in Women of Full Age, and called attention to the necessity of making special arrangements for the rehabilitation of prostitutes before closing licensed houses. It recommended that steps should be taken for the more effectual suppression of the traffic in obscene publications, and urged that the young unemployed should be encouraged to engage in sport.

The *Jewish Association for the Protection of Girls, Women and Children* gave particulars of the work of its National Committees, more especially those in the Argentine, Brazil, Poland and Uruguay. The Association had recommended the signature of the Convention for the Suppression of the Traffic in Women of Full Age, because, in its view, the existence of the age-limit saved offenders from prosecution. It regretted, however, that the Convention did not cover traffic within a country.

The report of the *Women's International Organisations* stated that efforts had been pursued unremittingly to bring about the abolition of the State regulation of prostitution, and the prosecution of dealers in obscene publications. The different organisations had endeavoured to develop their re-education and rescue schemes, and to secure the introduction of a women-police force in their respective countries. Information was given as to the work of the organisations in the Argentine Republic, Austria, Belgium, the United Kingdom, Czechoslovakia, France, Greece, Hungary, the Netherlands, Roumania, South Africa, Sweden and Switzerland.

The *International Federation for the Protection of Girls* described the work of its railway-station and port missions, and mentioned the establishment of new centres. It gave particulars of the organisation of courses and camps for unemployed women, together with details of its relations with the authorities in different countries.

The Committee felt that the reports of the Associations ought to give details of certain cases of trafficking which had been brought to its notice. The Belgian delegate, supported by the Polish delegate, asked that the Secretariat should retain the interesting cases mentioned in the reports of the voluntary organisations. Other delegates agreed to this. The French delegate took the opportunity to ask that greater publicity should be given to the Commission's work, and that a memorandum should be issued describing the results so far obtained by the Traffic in Women and Children Committee.

A discussion developed on the subject of the relation between the economic depression and prostitution. The Committee felt that enquiries into the matter could not for the moment yield any convincing results, but that a study of concrete cases might lead to the suggestion of better methods of assistance.

The Chairman thanked the voluntary organisations, including the *Union temporaire contre la prostitution réglementée et la traite des femmes*, for the devotion and self-sacrifice they had displayed, and expressed his appreciation of the efforts of numerous collaborators, which could be but feebly reflected in the reports.

V. ABOLITION OF LICENSED HOUSES.

Introductory: Previous Enquiries. — It was not long after its appointment, twelve years ago, that the attention of the Traffic in Women and Children Committee was called to the close relation existing between the licensed-house system and the traffic in women. It accordingly set itself the task of ascertaining the extent to which the system of licensing or recognising houses of prostitution existed in different countries and the value attached to the system, which is usually associated with measures for the registration and medical examination of prostitutes, in protecting public health and order against the dangers arising from prostitution. The Committee also studied in great detail the methods followed in those countries where no such system existed, or where it had been abandoned, so as to ascertain, if possible, whether any unfavourable results are likely to ensue if licensed houses are closed and official regulation discontinued. The results of these enquiries, which were pursued by means of questionnaires addressed to the Governments, were published by the League of Nations in 1929 and 1930.¹ Considerable light was also thrown on the question during the course of the

¹ "Licensed Houses: Abstract of the Reports from Governments on the System of Licensed Houses as related to Traffic in Women and Children" (document C.T.F.E.336(2). 1929); and "Study of Laws and Regulations with a view to protecting Public Order and Health in Countries where the System of Licensed Houses has been abolished" (document C.T.F.E.466(1). 1930).

investigation made by the special body of experts appointed by the League of Nations to enquire into the extent of the traffic in women in America, North Africa and Europe.

The first report, published in 1927, states categorically that "the existence of licensed houses is undoubtedly an incentive to traffic both national and international".¹ The Commission which, under the auspices of the League of Nations, conducted a similar investigation in the East came to a similar conclusion. "The principal factor", they say in their report published in December 1932, "in the promotion of international traffic in women in the East is the brothel and in the chain of brothels which are at the disposal of the trafficker, particularly the brothel in the place of destination of the victim. The most effective remedy against the evil therefore is, in the Commission's opinion, the abolition of licensed or recognised brothels in the countries concerned."²

A preliminary examination of this report was made by the Traffic in Women and Children Committee and the Child Welfare Committee, sitting in joint session in April 1933, and in view of the observations of the Commissioners it was decided to obtain further information as to the latest development in regard to the licensed-house system and, in countries where licensed houses have been closed, in regard to the results of such closing, especially in cosmopolitan centres, seaports and garrison towns. The Secretariat, which was asked to collect this information, submitted to the Traffic in Women and Children Committee at its present session a report (document C.T.F.E.612) which formed the basis of a discussion on the subject and led to the conclusions which are referred to later.

Object of the Present Enquiry. — The Committee desires to express its appreciation of the report,³ admirable for its conciseness and lucidity, which has been furnished by the Secretariat. The object of this latest enquiry was to ascertain, if possible, the consequences of the abolition of licensed houses. The report mentioned fifty countries which have never adopted the licensed-house system or which have abandoned it for the whole or part of their territory. Information in greater detail is given of the experience of fifteen European towns. In the case of many of these towns, the information supplied by members of the Committee or from other authoritative sources has been followed up by a visit paid by a member of the Secretariat, who, by this means, has been enabled to elucidate any points of doubt or to present the results in a clearer fashion. The Committee recognises the value of this procedure and hopes that it may be adopted more freely by the Secretariat in future.

A memorandum prepared by Mrs. Neville-Rolfe, Secretary-General of the British Council of Social Hygiene, who was invited to attend the meeting of the Committee, gave many interesting particulars about the progress made in certain parts of the British Empire, notably in the Far East. This information will be inserted in document C.T.F.E.612.

A report (document C.T.F.E.616) on the position in the United States of America was presented by Mr. Bascom Johnson, and was of assistance to the Committee in completing its information.

During the discussion, several delegates furnished particulars in regard to other cities or countries which are not included in the report, and it was decided that these particulars should also be added to the report before it is published.

The delegate of Chile asked the Secretariat to insert in document C.T.F.E.612 a summary of information collected on the subject of the abolition of licensed or tolerated houses in Bolivia, Cuba, Nicaragua, the Dominican Republic and Uruguay.⁴ He also expressed a desire that the Secretariat should proceed to an enquiry in South America similar to that carried out by the Secretariat in 1933 in Europe and certain parts of Asia.

The Committee thought this request justified, and asked the Secretariat to study the possibility of putting it into effect, if necessary in collaboration with voluntary organisations.

Results of Enquiry. — It is apparent from this enquiry that there has been a marked and increasing tendency in recent years to abandon the licensed-house system and, to a lesser extent, the system of the compulsory medical examination of prostitutes, and, so far as the protection of public health is concerned, to rely on the extension of facilities for the treatment of venereal disease to the whole community. This is due no doubt largely to social changes and to the progress of medical knowledge, as expressed in particular by the resolutions of 1926 and 1933 of the *Union internationale contre le péril vénérien*.⁵ It may be noted that, in many countries, the change of system has taken place since the Committee began its work, and there can be little doubt that the impulse given to the investigation of the whole subject by means of international co-operation through the machinery of the League of Nations has produced fruitful results.

The report abundantly shows that the absence or abandonment of the licensed-house system does not lead to adverse effects, either on public health or public order. There is a general consensus of opinion on this point, though in one town—and one town alone—some

¹ Report of the Special Body of Experts on Traffic in Women and Children, document C.52.M.52.1927.IV, page 47.

² Commission of Enquiry into Traffic in Women and Children in the East, document C.849.M.393.1932.IV, page 96.

³ This report, which cannot conveniently be printed as an annex to the Committee's report, will be published separately, and, for convenience of reference, the observations of the Committee will be included with it.

⁴ This information is contained in the previous publications of the Committee, especially in documents C.T.F.E.466(1) and C.T.F.E.336(2).

⁵ See Appendix, page 13.

doubt was expressed on the subject. The information furnished to the Committee in regard to this town does not enable it to form a definite opinion whether the experiment has been inaugurated under the most satisfactory conditions. With this exception, the authorities appear to be completely satisfied with the change, and, in many cases, express the opinion with emphasis that the situation in regard to prostitution and its consequences is better since the change was made, and that there is no desire to return to the previous system.

With regard to the effect on the incidence of venereal disease, the evidence furnished to the Committee shows either that the position has improved or that no change for the worse has been experienced.

The statements in regard to the effect on public order are equally satisfactory. Little difficulty has been experienced in maintaining order in the streets, and there is no evidence that the number of sexual offences has increased.

It may be interesting to quote the experience of some of the cities in respect of which information is given in the report :

1. "Beyond doubt, the present system is a great improvement on the former system of regulation. . . . It cannot, however, in any way be claimed that the present system has caused all abuses to disappear. The great difference between it and the previous system lies in the fact that the authorities no longer recognise that it is necessary or even desirable to give opportunities for immorality. Moreover, the principal difference between the former system and the present lies in the fact that the latter has established equality of rights for both sexes and that every woman and girl knows that no one has the right to exploit her. Although the present provisions are somewhat incomplete from the point of view of good administration, they are beyond doubt preferable to the system of State regulation. In reality, the former relations of the police with licensed houses involved the danger of encouraging corruption amongst the parties concerned, which was not infrequent. The experience of the abolition of licensed houses is such that no reasonable man desires a return to the former state of things."¹

2. "At one time, our administration thought that the abolition of the licensed-house system might lead to an extension of clandestine prostitution and even increase the plying of their trade by street-walkers. This has not been the case, however. Furthermore, the former keepers of licensed houses have found it impossible to make any considerable profit out of prostitutes by letting rooms to prostitutes in one and the same building. Since the abolition of licensed houses, the general position has markedly improved. We have no more of those regrettable street scenes which once used to take place in the neighbourhood of brothels."²

3. "It may in general be stated that the legislation at present in force has, after the suppression of the system of regulation in 1927, created a proper basis for protecting the community against the physical and moral dangers of prostitution under better conditions than those which formerly existed."³

4. "There are, at present, no signs of any desire to change the system introduced in 1901 and 1906. In the course of the debate on the Law of 1906, protests were indeed made against the abolition of police regulation, which was held to be undesirable, on grounds of hygiene and public order. The Government report to the Secretariat states that a retrospect of the years that have passed since the abolition and an estimate of the progress made during that time will show that such apprehensions were unjustified."⁴

5. "It is not possible to supervise all the prostitutes in licensed brothels and only a very small proportion of the total number of prostitutes are inmates of these places. The system of keeping prostitutes in licensed brothels encourages depravity and cynicism among young people whose morals would not otherwise be exposed to the same temptations. Moreover, licensed brothels are a source of the perverse stimulation of sexual instincts. They also offer opportunities for the activities of procurers and for the traffic in women."⁵

6. "The existence of licensed houses had formerly had a bad effect on public morals and in particular encouraged young men to frequent prostitutes. The abolition of such houses and of the system of registration has permitted new legislation to be introduced which enables public order to be better maintained than formerly."⁶

7. "The law, the order and the general measures dealing with the campaign against venereal disease and the methods of treatment have proved more satisfactory than the measures taken during the time when licensed houses existed. As a result of the action taken, venereal disease, and particularly syphilis, has shown a material decline."⁷

8. "The measures now applied to protect public order and morality and to combat venereal disease are more satisfactory than the measures applied when licensed houses existed."⁸

¹ Amsterdam (document C.T.F.612).

² Antwerp (document C.T.F.E.612).

³ Berlin (document C.T.F.E.612).

⁴ Copenhagen (document C.T.F.E.612).

⁵ Prague (document C.T.F.E.612).

⁶ Rotterdam (document C.T.F.E.612).

⁷ Tallinn (document C.T.F.E.612).

⁸ Warsaw (document C.T.F.E.612).

9. "One result of the policy of closing down the licensed brothels which has in a sense been unearned increment has been a very considerable gain in the peace and order of the towns of Singapore and Kuala Lumpur."¹

10. "The number of prostitutes and brothels is decreasing. The traffic in women and girls is also decreasing."²

While the primary object of the Committee is to determine whether, having regard to the encouragement which the licensed-house system gives to traffic in women, it can be abandoned without detriment to public health and order, it is worthy of notice that several of the authorities consulted refer to matters which are of equal, if not greater, importance — namely, the effect of the system on the morals especially of young people and on the position of the women concerned. In dealing with prostitutes, the importance of respecting human personality must be fully recognised, and by no means the least of the results obtained from an abandonment of the licensed-house system may be found in the protection from exploitation and the opportunity for the rehabilitation of the women who were inmates of the licensed houses.

The opinions quoted above as to the effect of a change of system relate mainly to European cities, but it appears from the information furnished to the Committee that results no less successful have been secured by cities in other parts of the world where a similar policy has been pursued under more difficult conditions.

Diversity of Methods. — One of the significant features of the report is the diversity of methods adopted in different countries and cities in dealing with the problem of prostitution. These methods must naturally vary according to local conditions and the social habits and customs of the population. Nevertheless, it is surprising to find that several of the cities in respect of which information was obtained have abandoned the licensed-house system, but have retained a system for the registration and compulsory medical examination of professional prostitutes.

In some cases, the latter system is retained side by side with organised facilities for the treatment of venereal disease on modern lines available to the whole community. As the number of professional prostitutes who are thus registered and examined can only be a very small proportion of the women practising prostitution in a given area, it is difficult to see what useful purpose is served from the point of view of public health in retaining a system which is open to so many objections on other grounds. While the abolition of licensed houses may be an important step, especially in reducing the risk of traffic in women, it would be very misleading to leave the impression that this step taken by itself is a satisfactory solution of the whole problem. Those authorities who have taken the further step of discontinuing the system of registration and compulsory examination have not only adopted a more logical policy, but can also show more successful results.

The Committee observes that in at least one town the abandonment of the licensed-house system has been followed by the formation of a reserved area for prostitutes. This would appear to the Committee to be an inconsistent policy. While removing some of the dangers which arise from the licensed house, it perpetuates others in respect of the reserved area, especially in regard to the flagrant advertisement it gives to the opportunity for prostitution, and many of the objections which apply to the licensed-house system would apply equally to the system of the reserved area.

Combination of Measures. — Those authorities who, in abandoning the older methods, have grappled with the situation most effectively appear to have realised that success lies, not in the adoption of one particular method, but in the combination of a series of measures which must form part of a constructive policy. Those who abandon the licensed-house system without taking other essential steps may well find that the evils they have exercised are soon replaced by others. The report furnishes a composite picture of the various co-ordinating measures which have been adopted with success, and the Committee thinks it may be useful if they refer briefly to these different methods.

1. The first and perhaps the most important need is that organised facilities for the treatment of venereal disease on modern lines should be available for all the members of the community. Such treatment should be provided free and should be given under conditions of confidence. When such facilities are provided, it is found in practice that prostitutes as well as other members of the community will avail themselves of these facilities voluntarily, and the need for the compulsory examination of prostitutes as such disappears.

2. Widespread propaganda is necessary to explain the dangers of venereal disease and the need for early treatment. The experience of many countries shows that, when members of the public, who are often ignorant of the dangers, realise the need for treatment, they are not slow to resort to the clinics.

3. The closing of brothels, whether licensed or recognised, and the punishment of brothel-keepers is an essential feature of the policy. The measures for closing may have to be taken gradually, according to local conditions, but the policy of closing has been found

¹ Straits Settlements (document C.T.F.E.615).

² Federated Malay States, Johore and Kedah (document C.T.F.E.615).

easier where provision for the treatment of venereal disease has already been made and has become familiar to clandestine prostitutes, as well as to others. The announcement of the decision to close brothels so that it may be known to all concerned, including the inmates and brothel-keepers, has been found in some areas to facilitate the final steps.

4. Suitable measures must be taken for the rehabilitation of the inmates of brothels. It has often been found possible to do a great deal in the way of facilitating the entry of such women into decent occupations, or to provide for them temporarily in institutions, or to arrange for their return to their homes. Many of the inmates of brothels are known to be mentally defective or otherwise abnormal. For these women, mental observation by medical specialists and accommodation suitable to their needs should be provided.

The Committee emphasised the value of information on the result of recent experiences of Governments and voluntary organisations obtained on this matter and on the methods of rehabilitation now adopted. It was suggested that the Secretariat should prepare a report for the next session.

5. The laws in regard to soliciting, brothel-keeping and procuration must be adequate and must be rigorously enforced.

6. The report contains examples of a number of social measures which can be grouped together under the heading of preventives, and which may prove of the greatest value in conjunction with the measures already mentioned. Attention may be specially called to the large number of institutions maintained in Germany by the municipal authorities for combating prostitution. The object of these institutions, which keep in close touch with the courts, venereal dispensaries and private relief organisations, is to rescue persons from destitution, procure them regular work, return them to their homes, or provide them with medical treatment. A large number of women who have fallen into prostitution come under the care of these authorities and, as many of them were found to be mentally defective, they were suitably provided for and thus withdrawn from prostitution.

In Amsterdam and Rotterdam, preventive and social work is done by a special department of the municipal police, which deals with persons under age who are exposed to moral danger, and takes appropriate steps for their protection.

Warsaw has found women police, of which there is a substantial force under a competent woman superintendent, of great service in the campaign against soliciting and the activity of *souteneurs*, and in protecting young people in moral danger. The employment also of women in protective work, under the responsible administrative departments, has proved of great value and is recommended by the Commissioners who made the recent enquiry into traffic in women in the Far East.

In some of the Eastern countries, it has been found highly desirable to take steps to educate the general public in the right attitude towards the whole problem of prostitution, especially in creating a clearer understanding of the responsibilities of both sexes. There can be little doubt that propaganda of this kind is necessary in all countries.

These examples have been quoted to show how important a part social measures of various kinds can play in helping to solve the problem of prostitution, especially at a time when a change of system such as the closing of licensed houses is being inaugurated.

In some of the Eastern countries referred to in the report, the extreme difficulty of the conditions which had to be faced involved the consideration of even wider social measures, including the better regulation of immigration so as to reduce the preponderating influx of men, the improvement of housing, the increase of educational facilities and opportunities for recreation. The importance of the wise use of leisure and the encouragement of outdoor recreation so highly appreciated by the younger generation is universally recognised.

Conclusions. — The Committee have thought it right to draw attention briefly to the salient features of the information before them, but the whole report is well worthy of careful examination. It serves a double purpose in indicating the changes which have taken place in many countries in the social outlook on prostitution and in providing useful suggestions for those authorities who are reviewing their own practice in these matters, or who desire to do so. The Committee feel that they would be failing in their duty if they did not attempt to draw certain conclusions from the material before them and they have embodied these conclusions in the following resolutions, the reasons for which are explained in the preceding observations.

Resolutions concerning the Abolition of Licensed Houses.

I. The Traffic in Women and Children Committee,

Having carefully studied the report prepared by the Secretariat on the abolition of licensed or tolerated houses :

Observes with great satisfaction that, since the beginning of the Committee's activities, considerable progress has been made by many countries throughout the world in abandoning in certain towns, or in the whole of their territory, the licensed- or tolerated-house system, which, according to the information obtained by the Committee, is one of the main incentives to the traffic in women; and that, where this procedure has been adopted, there is no evidence that any increase in the incidence of venereal disease has resulted from the closing of licensed or tolerated houses, or that public order and decency have suffered because of their abolition.

The Committee wishes to draw the attention of Governments to the fact that those authorities which have closed licensed or tolerated houses and have also abolished the system of regulation applicable to prostitutes are unanimous in declaring that the problem of prostitution can be more effectively dealt with when licensed or tolerated houses are abolished, and that there is no desire in such countries to return to the old system.

II. The Traffic in Women and Children Committee,

Having been convinced by the results of the enquiry made by the Secretariat of the League of Nations that it will no longer be possible to defend in the future the system of licensed or tolerated houses by the arguments which once seemed to justify it:

Asks the Council to invite Governments to maintain the abolition of the system of licensed or tolerated houses wherever this has been realised, and to consider the desirability of abandoning this system where licensed or tolerated houses still exist.

III. The Traffic in Women and Children Committee:

Observes that certain countries and certain towns that have abandoned the licensed-house system have retained the system of compulsory registration and medical examination of professional prostitutes.

As the number of the latter forms everywhere but a small part of the total number of prostitutes, the retention of the system of registration would appear to be unnecessary from the point of view of public hygiene so long as adequate provision is made for the general treatment of venereal disease.

In view of the grave objections to the system of regulation on moral and other grounds, the Committee sincerely hopes that those authorities that still maintain a system of compulsory registration and regular medical examination of prostitutes will abandon this practice in view of recent medical experience.

IV. The Traffic in Women and Children Committee:

Points out that, while the general abolition of licensed or tolerated houses will have an important effect in reducing the traffic in women, this step, taken by itself, cannot, in its opinion, effectively remove the dangers to health and morals arising from commercialised vice, and that this step needs to be supplemented by the education of public opinion regarding the social value of the proposed legislation, by the education of individuals regarding their social and moral responsibility and by further measures, such as the organisation of free treatment of venereal disease available to all members of the community and propaganda designed to enlighten public opinion as to the dangers of venereal disease.

Side by side with these measures, it is essential for the suppression of the traffic in women that the steps taken to prohibit brothels of all kinds and to punish brothel-keepers, *souteneurs* and procurers should be adequate, and that suitable measures should be taken for the preservation of public order in the streets.

V. The Traffic in Women and Children Committee:

Wishes to record its opinion that, when steps are taken to close licensed houses or to abandon the system of regulation, it is essential that measures should be adopted for the rehabilitation of the women concerned according to their individual needs.

In particular, provision should be made with the help of psychological examination and medical advice for the appropriate treatment of those women who are found to be feeble-minded or otherwise abnormal.

The Committee desires to emphasise the value of all preventive measures, such as social assistance and education to be applicable equally to both sexes, with a view to decreasing prostitution.

VI. The Traffic in Women and Children Committee,

Being aware that, in many countries, the final decision as to the abolition of licensed houses rests with the local authorities:

Requests the Council to invite the Governments to circulate to such local authorities as, having power in the matter, still retain the system of licensed houses, copies of the report in which the information that has decided the Committee to recommend the abolition of licensed houses is reproduced, and requests the Secretariat to make a wide free distribution of those documents.

VI. EXTRADITION.

The Diplomatic Conference of 1933 on the Traffic in Women of Full Age expressed the opinion that the Convention drawn up by it should be supplemented by a provision dealing with extradition in the case of the offence referred to in Article 1 of the Convention. The Conference suggested that the Council might invite the Traffic in Women and Children Committee to make proposals on this subject.

On October 14th, 1933, the Council of the League of Nations requested the Secretary-General to transmit the Diplomatic Conference's suggestion to the Traffic in Women and Children Committee for observations.

The Committee considered that this question should be examined in connection with that of the suppression of *souteneurs*, and adopted the following resolution :

" The Committee on the Traffic in Women and Children,

" Considering that the 1933 Diplomatic Conference on the Traffic in Women of Full Age expressed the opinion that the Convention drawn up by that Conference should be supplemented by a provision dealing with extradition in the case of the offence referred to in Article 1 :

" Is of opinion that that question could be better settled on the occasion of the conclusion of the proposed Convention regarding *souteneurs* ;

" Recommends the insertion in the Convention to be concluded on that subject of provisions for extradition similar to those embodied in the 1929 Convention for the Suppression of Counterfeiting Currency ;

" Expresses the hope that the said provisions regarding extradition may apply to all the offences dealt with in all the conventions regarding the suppression of the traffic in women and children within the limits of the undertakings assumed by the various States for the suppression of such offences."

VII. BUDGET.

The budget for the Committee's work for 1935 submitted by the Secretariat was adopted unanimously.

VIII. DATE OF THE NEXT MEETING.

A large number of delegates, in particular the representatives of the more distant countries, urged that the date of the meeting of the Committee, once fixed, should not be altered.

A proposal of the United Kingdom delegate to introduce amendments into the Rules of Procedure for fixing the date of meetings was withdrawn to consider certain modifications which were suggested at the Committee meeting and with a view to its being presented at the next session.

The date of the next meeting was fixed for Thursday, May 2nd, 1935.

(Signed) Count CARTON DE WIART,
Chairman.

(Signed) Enrique J. GAJARDO,
Vice-Chairman

(Signed) Eric Einar EKSTRAND,
Secretary, Director of the Opium
Traffic and Social Questions Sections.

Appendix.

RESOLUTIONS OF THE " UNION INTERNATIONALE CONTRE LE PÉRIL VÉNÉRIEN "¹ REGARDING THE REGULATION OF PROSTITUTION.

Extract from the Resolution of 1926.

Considering that the therapeutic treatment of patients suffering from venereal diseases is one of the principal means of arriving at the suppression of syphilis and the decrease of other venereal diseases ;

Considering that regulation of prostitution has never at any time or in any country rendered it possible to limit the ravages caused by venereal disease ;

And that, on the other hand, it is against all justice and all idea of social morality :

The Advisory Council of the Union recommends,

(1) The suppression of the regulation of prostitution, and

(2) The application of measures having in view the whole of the population, men, women and children, and being inspired in so far as possible by the principle of individual liberty.

Resolution of 1933.

The Union internationale contre le péril vénérien,

Renewing its resolution of 1926 on the general principles of prevention and treatment of venereal diseases, from the point of view of prostitution ;

Considering that the results obtained by the two systems at present in use in abolitionist countries — *i.e.*, voluntary and obligatory treatment of venereal disease — have so far been judged to be equally satisfactory by the different countries which have adopted them, and from which has been obtained the information serving as a basis for the present resolution :

¹ The Health Departments and national venereal disease organisations of forty-seven countries are represented in this organisation.

Affirms that it is for the different nations to choose and to put into operation whichever of these solutions (or any other solution of a like kind) is best adapted to their mentality and their national customs.

It considers necessary that nations adopting the system of obligatory treatment :

(1) Should use compulsion only against those persons of either sex who are infective, it being understood that, in some cases, it is advisable to put into operation preventive measures ;

(2) Should consider compulsory measures as a local (national) addition to the general policy of educative propaganda and of free and voluntary treatment which should still remain the real basis of the anti-venereal disease campaign ;

(3) Should normally apply compulsory measures only through the public health authorities assisted by specially trained social workers. Where police intervention becomes necessary, sanitary questions should be dealt with by the ordinary judicial machinery and only questions of public order should be dealt with by the police constable.

REPORT OF THE JOINT SESSION OF THE TRAFFIC IN WOMEN AND CHILDREN AND CHILD WELFARE COMMITTEES

(April 7th to 11th, 1934.)

A joint meeting of the Traffic in Women and Children and Child Welfare Committees was held from April 7th to 11th, 1934. The chief business before the meeting was the discussion of the report of the Commission of Enquiry into Traffic in Women and Children in the East (document C.849.M.393.1932.IV).

As this report was presented at the last session of the Advisory Commission for the Protection and Welfare of Children and Young People in 1933, and as the Secretary had been instructed at that session "to consider ways and means of co-ordinating the measures taken by Governments in the East in their campaign against the traffic" and to study "by what methods financial aid and the necessary protection could be afforded to women of Russian nationality who have been abandoned and are in Far-Eastern territories", and as the Director of the Social Section was instructed at that meeting to submit a report on this question at the next session, such a report was submitted in document C.T.F.E.623/C.P.E.459. This report was considered by the Mixed Commission and the discussion and action taken will appear hereafter.

The Chairman reminded the Commission that, in accordance with its instructions, the report had been sent to about seventy important missions and private organisations for their observations, and, in addition to the Government delegates and assessors of both Committees, the representatives of certain Governments and organisations interested had been invited to attend the present Commission when the report was discussed. The names of these representatives are as follows :

Government delegates :

M. HSIAO Chi-Yung (China),
M. MORESCO (Netherlands),
M. FOROUGH (Persia);

Representatives of private organisations :

Miss NIVEN (World's Young Women's Christian Association),
The Rev. Father ROBERT (Sacred Congregation for the Propagation of the Faith),
Mrs. Beresford Fox (International Missionary Council),
Mr. PINDOR (member of the Travelling Commission of Enquiry into Traffic in Women and Children in the East).

The Chairman welcomed the representatives of Governments and missions specially invited, and proposed that Mr. Bascom Johnson, Chairman of the Commission of Enquiry, should act as Rapporteur. This was agreed, and Mr. Johnson submitted a statement of the more important practical measures which, in his opinion, the Committee might usefully discuss (document C.T.F.E.631). These suggestions were drawn from the "Considerations and Suggestions submitted to the Council" which are contained in Part I, Chapter II, of the report, and also from comments received from private organisations and missions which are summarised in document C.T.F.E.613. The Commission thereupon decided to adopt the Rapporteur's suggestions as its agenda, and proceeded at once to the discussion of the first of the seven points contained in this agenda — *i.e.* :

(1) *The Establishment of Central Authorities in China and Persia and the Thoroughgoing Collaboration and Exchange of Information by Such Authorities throughout the East.*

The Commission noted that, since the report (document C.849.M.393.1932.IV) and the summary (document C.T.F.E.606) had been printed and distributed, the Government of China had notified the League of the appointment of the Ministry of the Interior at Nanking as the Central Authority for China. The Committee therefore devoted its attention to that portion of the proposal calling for wider collaboration between such authorities throughout the East. After considerable discussion, the following resolution was adopted :

"Attention is drawn in the report of the Commissioners to the need for closer co-operation and greater exchange of information between the authorities who are responsible for the measures taken to prevent traffic in women. This seems to the Advisory Commission an important object which might be secured if the whole question were discussed at a conference of the different authorities of countries in the East interested in the matter. Such a conference might, with the concurrence of the Governments, be convened under the auspices of the League of Nations, and it might be held at the same time as the meeting of the Singapore Bureau. It might be useful if some representation of unofficial organisations and missions who are closely interested in the problem were invited to the Conference."

As another practical step in the direction of this collaboration, it was proposed that the Committee might request the Council to consult the Governments of the Far East as to the desirability and usefulness of the appointment by the League of a special liaison officer for combating the traffic in the East. Several delegates opposed the idea of a liaison officer as

inexpedient and impracticable. Others, while recognising the difficulties of creating a liaison post, and without pressing for the adoption of such a suggestion, expressed the desire that the suggestion should not be entirely abandoned. Two proposals emerged from the discussion.

One was that the future Conference of Central Authorities should consider the creation of a permanent organ of liaison or a similar measure.

It was worded as follows :

" The proposal has been made that there is need of some permanent organisation to assist the Governments in co-ordinating their efforts. It is suggested that, with this object in view, the League of Nations should appoint a liaison officer at some suitable centre. Without expressing any opinion on this proposal, the Commission thinks that it (or some variation of the arrangement) might be considered at the Conference suggested above."

The other suggestion was that :

" The Commission would explain to the Council of the League of Nations the importance of continuing the efforts made for ensuring the application of the reforms already decided upon on the basis of the principles laid down at its last session.

" To this end, it would draw attention to the desirability of giving practical effect to the experts' report, by investing an agent selected by the Council with a mission limited to a period of from five to six months ; it should involve the League of Nations in no new expenditure.

" The purpose of this temporary mission would be to maintain contact with the Conference organised by the Governments at Singapore and co-operation with the central authorities of the countries previously visited.

" The agent selected for this mission would not be a national of any country with territorial possessions or major economic interests in Asia. He should be in every respect a man of unquestionable impartiality and of proved ability in the questions dealt with under the last enquiry.

" On the termination of his mission he would submit a general report to the Advisory Commission."

Several of the international women's organisations strongly endorsed the appointment of a liaison officer and thought that he should be assisted by a qualified woman social worker.

The Committee took no decision on these proposals, but decided to embody them in the present report.

(2) *The Abolition of Licensed or Tolerated Brothels in those Countries in the East where they still exist.*

The Committee gave special attention to the abolition of these houses, and held an exhaustive discussion on the measures (including those regarding moral education) for the suppression of prostitution.

In the light of the resolution dealing with this subject adopted by the Traffic in Women and Children Committee during its session (document C.T.F.E.638), the Mixed Committee felt that the substance of this proposal was contained therein and that it might content itself, therefore, with a strong endorsement of the Traffic Committee's resolution, which was read to the Mixed Committee and approved.

(3) *The Appointment of a Larger Number of Trained and Experienced Women Officials to the Staffs of those Authorities in the Countries of the East who are responsible for the Welfare of Women and Children.*

In the discussion on this proposal, the information and recommendations given by the private organisations in document C.T.F.E.613 were read to the meeting. Among these were :

(a) The appointment of trusted women social workers by the courts to act in cases of traffic, specially in cases of child victims whose stories could be received and who could be assisted in court in giving evidence, it being pointed out that, in this matter, many instances of " dismissal of the case through lack of evidence " might be avoided, which dismissals, it was said, often occur because the child victim is generally too frightened to give clear testimony in court ;

(b) There was also need, it was suggested, for more trained women probation officers and policewomen.

The Commission noted the information received from the Indian delegate that there exist in India children's courts with women honorary magistrates ; there was close co-operation between the authorities dealing with traffic and social workers, many of whom were women, and a beginning had been made with probation officers.

The Commission also noted information received by the Secretariat of the League from the Inspector of Police of Hong-Kong that two women inspectors have lately been added to the staff of the Secretariat for Chinese Affairs which is acting as central authority in Hong-Kong.

Several delegates, especially those from the Eastern countries, favoured the acceptance of the principle of this proposal, and suggested that all details be left to the Governments concerned. The Commission therefore adopted the proposal as outlined above.

- (4) *The General Adoption of the Policy of assisting, caring for and educating Immigrant Minor Girls who are Victims of the Traffic, which Policy is now in force in several of the Countries of the East.*

This proposal met with the general approval of the Commission. Attention was invited to the recommendation of the International Labour Conference concerning the placing of women inspectors on board certain ships in order to assist female and especially minor migrants. It was suggested that the whole question of protecting migrants *en route* from countries of origin to those of destination might be considered at the conference provided for under paragraph (1).

After further discussion, the proposal was amended and adopted as follows :

“ The general adoption of the policy of guardianship and of assisting, caring for and educating immigrant minor girls who are victims of the traffic, which also is now in force in several countries of the East, instead of purely negative measures such as those expelling them from the country.”

- (5) *The Adoption of Welfare Measures for Russian Refugee Women in the Far East.*

The Commission noted from the Secretary's report (document C.T.F.E.623) that all efforts to get information on this subject have proved vain, and that no practical solution of the problem has been found up to the present. Lack of funds for assisting these Russian women has made it impossible to take immediate steps. The organisations approached, which included those represented on the Commission by assessors as well as the World's Young Women's and Young Men's Christian Association, the International Missionary Council and the Nansen International Office for Refugees, have been unable to present suggestions.

On enquiry, the Director of the Social Section reported that no further details were available at this time, but suggested that M. Werner, President of the Nansen International Office for Refugees, might be willing to appear before the Commission with such information as he had available. At a later session of the Commission, M. Werner stated that the representative of the Nansen Office had been able to get very little accurate or detailed information from Harbin, either from officials or from private organisations. Enquiries in Shanghai, however, show the problem to be a serious one. He stated that assistance has been given where money was available, but that an enormous amount would be essential to provide all the assistance needed. Several proposals for action were made : (1) That the Council be advised that the Commission view with grave concern the situation of Russian women in the Far East and request the Council to bring the matter before the Assembly in the hope that some solution of the difficulty can be devised ; (2) that the Council be asked to recommend to the Assembly that a grant be made to the Nansen Office to make at least a beginning towards rendering the assistance to Russian women in the Far East that is needed.

These two proposals were discussed at length and the second one was adopted by seven votes to four abstentions.

- (6) *Closer Co-operation between Chinese Officials and Foreign Concessions in China.*

It was proposed that the details of this co-operation might be discussed at the Conference of Central Authorities provided for in (1) above, but objection was raised to this suggestion on the ground that the question involved was largely a local issue and might better be worked out by the officials of each community and the foreign concessions located therein.

The proposal was therefore adopted as stated in the heading.

- (7) *Further Collaboration between the Authorities, Missions and Private Organisations : (a) in rendering Assistance and Relief to Victims of the Traffic ; (b) in providing Popular Public Health Instruction and Character Education.*

Considerable opposition developed in the discussion of paragraph (b) under this heading and there was long and detailed examination of the various aspects of the problem. The Commission decided to eliminate paragraph (b) and to refer to this idea in the report of the Traffic in Women and Children Committee to the Council. It was also agreed that all races and all cultures were a unit in opposing the traffic in women and children by whatever measures could be adopted, and that there was need for training and educating girls so that they might not only know how to protect themselves and have resources of legitimate occupations, but also to apply to both sexes all preventive measures of education and social assistance calculated to reduce prostitution.

The question was referred to a sub-committee and the latter proposed the following resolution, which was adopted by the Mixed Committee.

“ Collaboration between public authorities, missions and private organisations in rendering assistance and relief to victims of the traffic should be maintained and increased.”

(Signed) Count GARTON DE WIART,
Chairman.

(Signed) Enrique J. GAJARDO,
Vice-Chairman.

(Signed) Eric Einar EKSTRAND,
Secretary, Director of the Opium Traffic
and Social Questions Sections.

CHILD WELFARE COMMITTEE

REPORT ON THE WORK OF THE TENTH SESSION

(Geneva, April 12th to 17th, 1934.)

The tenth session of the Child Welfare Committee opened at Geneva on April 12th, 1934, His Excellency Count CARTON DE WIART, delegate of Belgium, being in the Chair, and M. Enrique GAJARDO, delegate of Chile, acting as Vice-Chairman.

Composition of the Committee.

Government Delegates :

His Excellency Count CARTON DE WIART (<i>Chairman</i>)	<i>Belgium.</i>
M. I. MAUS, technical expert	
M. GAJARDO (<i>Vice-Chairman</i>)	<i>Chile.</i>
Mr. S. W. HARRIS,	<i>United Kingdom.</i>
Miss J. I. WALL, substitute delegate	
Dr. Estrid HEIN	<i>Denmark.</i>
M. MARTINEZ-AMADOR	<i>Spain.</i>
His Excellency M. REGNAULT	<i>France.</i>
M. BOURGOIS, substitute delegate	
Mlle. CHAPTAL, technical adviser	
Mrs. SUBBARAYAN	<i>India.</i>
Count Ugo CONTI-SINIBALDI	<i>Italy.</i>
Princess GIUSTINIANI-BANDINI, assistant delegate	
M. YOKOYAMA	<i>Japan.</i>
M. MUNESUYE, expert.	
M. ISHII, expert	
M. ISONO, secretary	
His Excellency M. CHODZKO	<i>Poland.</i>
Mme. WOYTOWICZ-GRABINSKA, substitute delegate	
Princesse CANTACUZÈNE	<i>Roumania.</i>
His Excellency Professor PELLA	
Djelal HAZIM Bey	<i>Turkey.</i>
Dr. J. A. BAUZA	<i>Uruguay.</i>

Assessors :

Mlle. BURNIAUX	International Federation of Trade Unions, Amsterdam.
M. M. CALOYANNI	International Association for the Promotion of Child Welfare.
Mlle. DALMAZZO	International Union of Catholic Women's Leagues.
Mlle. GOURD	International Women's Organisations.
Dr. René SAND	League of Red Cross Societies.
M. TELLO	Pan-American Child Welfare Institute.
Mme. VAJKAI	"Save the Children" International Union.
Miss C. WHITTON	Canadian Council on Child Welfare and Social Service Council of Canada.

Liaison Officers :

Mr. G. A. JOHNSTON	International Labour Office.
Dr. René SAND	Health Organisation of the League of Nations.

Secretariat :

M. E. E. EKSTRAND	Director of the Opium Traffic and Social Questions Sections.
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CHANGES IN THE COMPOSITION OF THE COMMITTEE.

The Chairman, taking note of the change that had occurred in the composition of the Committee, welcomed the new members — namely, the delegates of Chile, India and Turkey. He expressed the Committee's regrets in regard to the absence of the delegates of Germany and the United States of America, Mme. Martinez-Sierra (Spain) and Dame Rachel Crowdy (Assessor). He greeted Princess Cantacuzène and His Excellency Professor Pella, delegates of Roumania, in the place of Mme. Romnicio; M. Caloyanni, delegate of the International Association for the Promotion of Child Welfare, in the place of M. Rollet; and M. Tello, delegate of the Pan-American Child Welfare Institute, in the place of M. Valdès-Mendeville.

ADOPTION OF THE PROGRAMME.

The Committee adopted the draft programme submitted by the Agenda Sub-Committee.

REPORT BY THE SECRETARY.

After drawing attention to the changes that had occurred in the composition of the Committee, the Secretary announced that the International Boy Scout and Girl Guide Organisations had stated that, as a rule, the number of items on the Child Welfare Committee's agenda which come within its field of activity is too small to justify the presence of an expert at the Committee's sessions. It had accordingly decided no more to be represented on the Committee by an Assessor. It had stated, however, that, should the Committee deal with a question with which the organisation is directly concerned, it would always be prepared to send a representative, if invited to do so.

The Child Welfare Committee learnt with regret of this decision, but hoped that circumstances would allow Dame Katharine Furse, whose collaboration had been greatly appreciated, to attend from time to time.

He informed the Committee, *inter alia*, that :

I. On May 22nd, 1933, the Council took note of the report on the work of the ninth session and approved the decisions contained therein concerning the offence of deserting the family, the discovery of blindness in children, the issue of abridged copies of birth certificates and the invitation to Governments to furnish annually a brief report on any developments of importance during recent years in their laws, regulations or administrative practice concerning the welfare of children and young people.

II. The Assembly (a) adopted a resolution instructing the Child Welfare Committee, in conjunction with the International Labour Office, to study, with a view to future practical action, the experiments made by certain countries in order to protect children and young people from the consequences of the economic depression and unemployment; (b) referring to the programme drawn up by the Child Welfare Committee at the time of its creation and adopted by the 1924 Assembly, and having taken note of the report presented to it by the Advisory Commission for the Protection and Welfare of Children and Young People, and fully appreciating the work already performed, approved the conclusions of the said report, and asked the Child Welfare Committee to submit to it, if possible during its next session, more particularly in regard to the work of its secretariat as a "documentation centre", a plan of work which would enable it to continue to the fullest extent the task contemplated at the time of its foundation.

The Secretary then described how the Secretariat had executed the instructions given it by the Committee at its 1933 session.

After having studied the report, the Committee arrived at certain decisions.

A. *Desertion of Family.*

The delegate of Roumania informed the Committee that the documentary material which his Government had promised to collect on the offence of desertion of family would be sent to the Secretariat before July 1st, 1934. The French delegation communicated to the Committee a document on French legislation in this matter.

The Committee expressed its thanks to the Roumanian Government for its efforts with a view to collecting the documentation which will be submitted to the Committee at its next session in order to enable the Committee to decide as to the action to be taken in this field.

The Committee requested the Secretariat to make a study of the documentary material and submit a report to the Committee at an early session.

It was also decided that, in accordance with the resolution of the Assembly of 1933, the International Bureau for the Unification of Criminal Law should be requested to assist the Secretariat in its study of the documentary material.

B. *Blind Children.*

The Committee decided that the documentary information collected on the methods employed for discovering the existence of blindness in children at the earliest possible age should be submitted to the Sub-Committee on Blind Children.

Dame Janet Campbell, having resigned from her duties as liaison officer between the Health Organisation and the Child Welfare Committee, is no longer a member of the Sub-Committee on Blind Children presided over by Dr. Hein. The Committee decided to instruct Dr. Hein and Dr. René Sand to co-opt a third member in place of Dame Janet Campbell.

C. *Assistance to Indigent Foreigners.*

The Secretary informed the Committee that the special Committee of Experts set up to study the problem of assistance to indigent foreigners, which met at Geneva from December 4th to 9th, 1933, prepared a draft multilateral Convention and also drew up recommendations relating to assistance to indigent foreigners.

REPORTS BY THE LIAISON OFFICERS.

1. *International Labour Office.*

The liaison officer submitted a report (document C.P.E.431) regarding the adoption by the International Labour Conference of two draft Conventions which would be of special interest to the Committee because of the provisions they contain concerning the support of orphan children.

These draft Conventions relate to compulsory insurance for the benefit of widows and orphans. The liaison officer, in accordance with the Committee's wish, described the progress made in 1933 in the organisation of the system of family allowances. His report pointed out, in particular, the good results which this system has produced in France by reducing infantile mortality. The exchange of views following on his report related chiefly to the position of illegitimate children under social insurance laws.

2. *Health Organisation.*

The Committee thanked the Health Organisation for the useful report which it had presented and took note of the importance of the work of visiting nurses and of social workers, which, in conjunction with family allowances, where they exist, had played a large part in diminishing still-births and infantile mortality.

3. *International Educational Cinematographic Institute.*

After an exchange of views, the Committee decided to make a thorough examination of the questions which were raised at its meeting last year — viz., the organisation of special cinema performances for children and the question of recreational films. It asked the Agenda Sub-Committee to include these subjects in the programme for the next session.

In the meantime, the Committee instructed the Social Section to collect from the members and assessors of the Child Welfare Committee as complete information as possible on these questions and to ask them for suggestions as to the future development of the work.

The Committee expressed its interest in the report drawn up by the Committee on Educational Research of the Payne Fund (New York), and thanked Mr. Charters, who had been engaged on this report and was present at the meeting, for his review of its findings.

The Committee noted with particular interest the representations of the delegate of India on the special importance of the cinema in countries such as her own, where illiteracy prevailed to a great extent, and also the great importance attached by Indian women to its proper control, particularly in the interests of children.

Finally, the Committee asked its members to take action to ensure the necessary ratifications and adhesions to the International Convention on the Circulation of Educational Films.

RÔLE OF THE SECRETARIAT AS A DOCUMENTATION AND INFORMATION CENTRE.

The Committee took as a basis of discussion the note submitted by the French delegate¹ The function of the League of Nations in acting as a documentation and information centre on child welfare questions is an important one and has already been partially undertaken, but it requires organising on a fuller and more methodical basis.

The Committee is the permanent body dealing with child welfare which is most fitted to act as a documentation and information bureau, because it is a body composed of representatives appointed by the Governments and keeps in touch with the different appropriate administrations in each country. Moreover, being a League organ, the Committee has the benefit of the connections and authority of the League of Nations. It is therefore particularly well placed to centralise and distribute the documentation which its official and international character enables it to collect. It should record the progress achieved, new methods adopted and the results obtained, and should enable any country to profit by the experience of others. Without overlapping the work of other existing organisations, but in collaboration with them, it should initiate and distribute their studies, and, in the replies which it gives to requests for information, it should co-ordinate the information supplied by these organisations.

The development of the service will depend on the development of recognised requirements of documentation to which it will be subordinated and with which it will keep pace. The work will expand gradually as circumstances require.

¹ See Appendix, pages 25-30.

As a conclusion to its discussions, the Child Welfare Committee unanimously adopted the following resolution :

“ The Child Welfare Committee,

“ Having regard to the fact that the Assembly has recognised the desirability of developing the activities of the Committee as a centre of documentation and information in matters relating to child welfare, and referring to the following resolution which the Assembly adopted on October 11th, 1933 :

“ ‘ The Assembly,

“ ‘ Referring to the programme drawn up by the Child Welfare Committee at the time of its creation, and adopted by the 1924 Assembly ;

“ Having taken note of the report presented to it by the Advisory Commission for the Protection and Welfare of Children and Young People, and fully appreciating the work already performed :

“ ‘ Approves the conclusions of the said report, and asks the Child Welfare Committee to submit to it, if possible during its next session, more particularly in regard to the work of its secretariat as a “ documentation centre ”, a plan of work which will enable it to continue to the fullest extent the task contemplated at the time of its foundation ’ ;

“ Emphasising the value of the contribution which the League of Nations would thus make in regard to social questions ;

“ Being of opinion that the Social Section of the Secretariat of the League of Nations can do particularly useful work as a centre of documentation and information for questions concerning child welfare :

“ Requests the Secretariat :

“ I. To collect and keep up to date as complete a documentation as possible on all such questions, this documentation mainly consisting of :

“ (1) Legislation of the different countries (laws, decrees, ordinances, regulations) ;

“ (2) Information on institutions and organisations, whether of an official character or due to private initiative ;

“ (3) Information on the activities of international bodies ;

“ (4) Bibliographical material ;

“ The Social Section will pursue its activities in co-operation with the International Labour Office and the other organs of the League of Nations, together with the existing centres of international documentation ;

“ II. Furthermore, to take the necessary steps to render this information easily accessible to all those whom it may interest ;

“ Requests the Council to invite the Assembly to place the necessary credits at the disposal of the Secretary-General with a view to the organisation of this centre of documentation and information.”

The Secretariat should begin, within the limits of the means placed at its disposal, to develop its activity as a centre of documentation and of information, in establishing, especially, a plan for the classification of the documentation which it is going to receive on the principal changes in laws, regulations and decrees concerning child welfare.

Several delegates drew the Committee's attention to the fact that a number of national or international child welfare bureaux already possessed a classification service, and that it would be useful if the Secretariat were acquainted with the plan adopted for these classifications and with the heads under which the information obtained was placed. Among these are the Pan-American Child Welfare Institute (Montevideo), the International Association for the Promotion of Child Welfare (Brussels), the Canadian Council on Child Welfare (Ottawa) and the Social Service Council of Canada, the Children's Bureau of the United States (Washington) and the Office national d'Hygiène sociale (Paris).

The Committee unanimously agreed, as an immediate initial step, that an effort should be made by the Secretariat to collect any existing systems of subject-heading references in this field and to correlate these into a tentative international classification for submission to the members of the Committee prior to the meeting of 1935.

THE EFFECTS OF ECONOMIC DEPRESSION AND UNEMPLOYMENT UPON CHILDREN AND YOUNG PEOPLE.

I. *Children.*

In pursuance of the first resolution of the Fifth Committee adopted by the Assembly of the League of Nations at its meeting on October 10th, 1933, the Child Welfare Committee considered the reports submitted to it by the delegates of Belgium (document C.P.E.443), Denmark (document C.P.E.441), the United States of America (document C.P.E.438), France (document C.P.E.458), the United Kingdom (document C.P.E.437), Italy (document C.P.E.455), Poland (documents C.P.E.449 and C.P.E.449 Annex), Roumania (document C.P.E.442) ; by the liaison officer of the International Labour Office (document C.P.E.436) ; by the representatives of the International Women's Organisations (document C.P.E.465), the

International Organisation of Boy Scouts and Girl Guides, the International Union of Catholic Women's Leagues, the Canadian Council on Child and Family Welfare and the Social Service Council of Canada, and the "Save the Children" International Union (document C.P.E.440).

As the Committee had been unable to obtain much information from Eastern countries before this session, the delegate of India gave some account of the position in her country in the light of her personal knowledge of the conditions.

The Committee took account of the disastrous effects of the depression upon children and young people, and recognised that the position of children in many agricultural areas affected by the depression is as serious as in industrial centres (lack of clothing, under-nutrition, lack of nursery schools, children's clubs, etc.), because welfare services in such areas are less developed. Special attention is called to this fact as it is not always recognised.

As regards the physical health of children, it appears from information furnished to the Committee that, thanks to the development of the various public health services since the war, no marked increase in sickness or in the death-rate has yet been observed, in spite of the prevailing hardships; nevertheless, the lowered vitality of the children and weakened resistance to seasonal complaints reveals a predisposition to tuberculosis, rickets, etc. Such being the case, the reductions which a number of countries are making in their public health budgets under the pressure of financial difficulties may well lead to serious results. Where family relief measures prove inadequate, increased provision of school meals and an additional supply of milk is of special value.

The Committee directed its attention to the serious character of the psychological effects produced by the depression upon children — viz., the atmosphere of strain and discouragement in the family (which is inevitable in homes suffering from unemployment), the lack of parental authority and control, and also the position created by the child's complete dependence upon public or private charity for the satisfaction of its primary requirements.

There is special value in the use of nursery schools or of recreation centres or of reading-rooms in enabling children and young people to spend part of their day away from a home where the atmosphere is depressed by unemployment or by the effects of the economic crisis, and provision of such facilities may well relieve the tension in such homes.

The Committee recognises the danger which may threaten both the unity of the family and the influence of the home when their most important functions are lacking from the inability of the parents to contribute to the requirements of their children. The only means of ensuring that the family remains a well-balanced unit is to place the parents in a position to provide for their children.

It would appear that the guiding principles which should be observed in meeting the difficult situation in the homes of the unemployed and of those in distressed circumstances are :

- (a) That the unity of the family and of the home should be safeguarded ;
- (b) That provision should be made to enable the children to receive the necessary material care and to give them some relief from the depressing atmosphere to which privation inevitably leads ;
- (c) That the methods adopted should not be such as to undermine the child's self-respect.

II. *Unemployed Young People.*

Following the discussion which took place at the Child Welfare Committee's session in April 1933 on the subject of the resolution adopted by the thirteenth Assembly of the League of Nations with regard to the effects upon children of the economic depression and unemployment, the Child Welfare Committee introduced into its report to the Council a passage emphasising the fact that :

"The growth of unemployment was steadily aggravating the moral dangers to which young unemployed persons, above all, are exposed."

The Committee has learned with keen satisfaction that the International Labour Office has placed the question of unemployment among young people on the agenda of the 1935 Labour Conference and is preparing a report based upon the most careful investigations ; and it hopes that the International Labour Office will take into account the observations made in the report of the Committee at its present session.

The Committee has also taken cognisance of the study made by the Council of the Inter-Parliamentary Union at its reunion on April 9th, 1933, and draws attention to the fact noted by that body "that the most difficult part of the problem consists, not so much in providing the material assistance to which unemployed young people are entitled, as in finding them useful practical work".

The Committee considers that it ought to give wide publicity to such information as has reached it, particularly with regard to measures reported to it as deserving special recommendation, more especially as the reports sent to the Secretariat by various countries and by voluntary organisations deal with this question in considerable detail and describe certain measures which are already in force.

All the replies received state that the enforced idleness of young people who have left school presents grave danger from both the moral and social points of view. Young people who have no regular occupation and lead a life without work are painfully aware of their uselessness to society and easily fall into apathy or come under subversive influences which are a danger to social order.

Among the measures recommended to obviate such dangers, mention must be made, in the first place, of methods of lessening the overcrowding of the labour market by the presence of a large number of young people seeking work. It should be borne in mind more especially that the abolition of child labour which has been brought about in the United States by the National Recovery Administration lays down in principle an age-limit of 16 for full-time employment; this measure is to be applied throughout American industry. It is suggested that the International Labour Office should take note of the experiments made in this connection at the International Labour Conference in 1935.

A measure which has already been applied or considered by a large number of countries in the same connection and which is deserving of special mention is the extension of the school-age. As the real effects of the enforced idleness of young people only make themselves felt when the latter leave school, the effect of the American Labour Codes is to keep young people aged from 14 to 16 still at school instead of leaving them free to begin work and congest the labour market. The Italian Government has enacted a law extending the age of compulsory school attendance from 12 to 14.

As in certain countries the extension of the school-age might meet with financial difficulties, it might be worth examining the possibility of extending the pre-school period (kindergarten, infant schools) by one year, a procedure which in many cases would have the additional advantage of being better suited to the weaker constitutions and slower development of children during the economic depression.

Facilities to be granted to the families of the unemployed for the purpose of their return to rural areas might also help to reduce the number of unemployed young people. The results achieved in this matter by the Italian Government (foundation of new rural communities at Littoria and Mussolinia in reclaimed areas of the Romagna, colonisation of Cyrenaica, etc.) are worthy of the closest attention. The work being done by the Brazilian Government and Roumanian charitable organisations along those lines also calls for special mention, as well as *Coin de terre* leagues and workmen's allotments.

Similarly, the development of the movement for providing allotments for the unemployed (Germany, France, Poland, United Kingdom, etc.) and the foundation of suburban colonies (*Randsiedlungen*), consisting of houses surrounded by small kitchen-gardens (Denmark, Germany), for the families of the unemployed, would be an extremely valuable means of finding work for young people while at the same time representing material assistance on a not inconsiderable scale.

The remedies recommended above are only indirect means of assisting unemployed young people. In the matter of direct assistance, consideration must be given to the means unanimously recommended in all the replies received — viz., *work* — which is the only really satisfactory form of assistance to young people exposed to enforced idleness.

In order to be effective, this measure must be applied before the effect of the depression is felt. The value of voluntary civic service of various kinds was emphasised by several delegates. At present it is to be met with in Poland, the Netherlands, Denmark, the United States, etc., in the form of voluntary labour camps. In spite of the novelty of this idea, the results hitherto obtained are considered by these countries to be worthy of attention.

In the majority of the countries where they have been introduced, the voluntary labour camps are organised and directed by voluntary associations specially set up for the purpose and subsidised by the authorities. Those in charge of such camps are recruited among the younger intellectuals, which does something to reduce the unemployment from which that class is also suffering.

All the replies bring out the great value of the charitable organisations created by the young people themselves with the assistance of the authorities or private associations, such as boys' clubs (England), children's clubs (Poland), the young people's organisations (Belgium, Netherlands), etc. Such organisations ensure that the young people enjoy the possibility of developing mentally, morally and physically, and provide them with healthy amusements.

Vocational guidance services and continuation courses have been instituted in almost all the countries which have supplied particulars to the Secretariat. The reports give the impression, however, that there is a certain lack of system and foresight; and system is necessary in the organisation of such instruction, which, as a general rule, does not appeal very strongly to unemployed young people. The Japanese system, in which close contact is established between the official employment and vocational guidance offices on the one hand and the competent school and communal authorities on the other, apparently gives excellent results, particularly in the case of children who have completed their compulsory education in the elementary schools, and, above all, when these offices continue their supervision even after employment has been found for the children. In the same connection, attention might also be drawn to the social services attached to the employment exchanges in England (Juvenile Advisory Committees).

It must not be forgotten that a vocational guidance service should give consideration in the first place to possible outlets. In view, moreover, of the extreme instability of the labour market, it should also be considered whether it is wise to encourage young people to learn a given trade or whether it might not be preferable to give them a general training which fits them for a wider range of occupations and makes it much easier for them to change from one to another. In these circumstances, it would seem necessary to make an enquiry into possible methods of organising the general training in question.

All the replies hitherto received from the various countries reveal remarkable unanimity as to general principles, though not in regard to minor details of application. There appears to be agreement as to the fundamental principles which must govern the campaign against

the enforced idleness of young people and as to the measures to be applied in order to ward off this serious menace.

Amongst others, these measures are :

- (1) The abolition of child labour ;
- (2) The adoption of compulsory school attendance for primary education where this measure is not yet in force and, in countries where it exists, the extension of the period of compulsory school attendance :
 - (a) By the addition of one or several classes to the primary schools ;
 - (b) By supplementary vocational courses ;
 - (c) By the extension of the period of attendance at nursery schools ;
- (3) By the systematic transfer of unemployed families to rural areas (internal colonisation) ;
- (4) The institution of workers' allotments and suburban colonies ;
- (5) Voluntary civic service in labour camps ;
- (6) Voluntary organisations created by the young people themselves ;
- (7) Vocational guidance and employment bureaux ;
- (8) Technical training of a generalised character.

There are, however, many special features in some countries, such as those in the East, which would make some of the points to which the Committee has drawn attention inapplicable to present conditions, and therefore the suggestions require modification in their application in these countries.

* * *

According to the information received, unemployment has a demoralising effect. This fact increases the importance of measures of assistance and welfare for the benefit of minors in moral danger.

While expressing its admiration for the very valuable work of voluntary organisations, the Committee concurs in the opinion expressed by the representatives of the International Association for the Promotion of Child Welfare, who consider that it is only by close co-operation between public authorities and private enterprise and by the systematic co-ordination and organisation of the efforts now being made in various quarters that the rising generation of the world can be saved from the dangers which threaten the youth of to-day.

The Committee is anxious that the Secretariat should continue in co-operation with the International Labour Office to obtain information as to the experiments now being made in various countries with a view to counteracting the disastrous effects of the depression upon children and young people and to submit to it at its next session a summary of the information received during the year.

* * *

The Committee wished to call the attention of Governments to the desirability of action in regard to relief measures on the widest possible scale, and, with that object in view, adopted the following resolution :

"The Child Welfare Committee, uneasy as to the consequences involved by unemployment and the economic depression for children and young people, refers to the resolution, proposed by the Turkish delegation and endorsed by the French delegation, which was adopted by the Assembly on October 5th, 1932, in the following form :

" ' Profoundly moved by the sufferings imposed on millions of children in all countries as a result of persistent and widespread unemployment ;

" ' Alarmed by the physical and moral harm done to these children, which recalls the disastrous conditions prevailing in several countries during the first years after the war ;

" ' Struck by the gravity of the consequences which may result from the point of view of the future of the human race ;

" ' Fully conscious of the obligations arising out of the Geneva Declaration approved by the League at its fifth Assembly :

" ' The thirteenth Assembly strongly urges all States Members of the League to redouble their efforts to assist, both through their public authorities and through private associations, those children who are suffering most from the effects of the economic crisis.' "

"In view of the gravity of the present situation, the Committee, viewing with anxiety the distress in which unfortunate children are living, makes a pressing appeal to all child welfare organisations and asks them to take urgent action at an early date to seek means of affording material protection for thousands of children whose normal development is threatened as a result of the economic depression and unemployment."

INSTITUTIONS FOR ERRING AND DELINQUENT MINORS.

The Committee had before it material from forty countries on institutions for erring and delinquent minors, which had been classified by the Secretariat in conjunction with a Sub-

Committee. Mme. Woytowicz had, arising out of this work, made a valuable résumé of the replies from these countries and had been assisted in part of this work by two collaborators, Miss Wall and M. Maus. The Committee expressed its appreciation and thanks for the help which the Sub-Committee had given it; it paid a tribute to the Secretariat for the valuable documentation which it had collected and classified. A short general discussion took place, but at too late a stage for it to be possible for the question to be exhaustively treated. The Committee decided to defer detailed consideration of the report and to deal fully with the question at its next session. It requested Mme. Woytowicz to be Rapporteur and to prepare a report on the conclusions to be drawn from the document, and this she kindly consented to do.

In connection with the discussion of this question, the Uruguayan delegate, Dr. Bauza, informed the Committee that his country had just adopted a complete code for the protection of children and that a special ministry had been created for child welfare.

The Committee noted this communication with great interest, and congratulated the Uruguayan Government on what it had done.

PLACING OF CHILDREN IN FAMILIES.

With a view to amplifying the material in its possession on the subject of the placing of children in institutions, the Committee decided to make a study of the various methods of placing children of every class, over 3 years of age, in families. It approved a draft questionnaire for the purpose of obtaining the initial material for this study and on a similar system in force in the United States of America and certain British dominions and expressed the desire that the Secretariat might be authorised to supplement — by enquiry on the spot, if necessary — any information it may receive in reply to the questionnaire. The Committee expressed the hope that this question would be discussed in 1936.

VISITING NURSES AND SOCIAL WORKERS.

On examining the questionnaire mentioned in the previous paragraph, the Committee came once more to the conclusion that visiting nurses and social workers were useful agents in preserving the health and life of the mother and child and also in giving them moral protection. With a view to obtaining full information as to the part played by visiting nurses and social workers, the Committee instructed the Secretariat to request the three organisations (International Council of Nurses, International Catholic Union for Social Service, International Committee for Social Service Schools) which had previously submitted reports on the subject to bring their material up to date. It asked Mlle. Chaptal to make, for a later session, a summary of the material thus obtained, and to submit it to the Committee in a concise form, so as to facilitate and guide the discussions. Mlle. Chaptal agreed to do so.

CHILDREN IN MORAL AND SOCIAL DANGER.

The Committee noted the final report submitted by Mlle. Chaptal on the enquiry she had conducted in seven countries concerning children in moral and social danger. These countries were: United Kingdom, Canada, Denmark, France, Germany, Italy and the United States of America.

The enquiries were conducted during the period 1929-1932; as since then changes had occurred in the law or administration of certain countries, the documentary material collected by Mlle. Chaptal in the course of her enquiries was brought up to date with the assistance of the Government delegates of the countries visited or of those Governments themselves.

Mlle. Chaptal has now prepared a clear and concise summary of this great quantity of documentation which gives the main characteristics of the laws, of institutions for preventive and rescue work, and of institutions for mentally defective children in the countries she has visited.

The Committee thanked Mlle. Chaptal for her valuable contribution to its work and decided that her report should be given wide publicity.

BUDGET.

The draft budget (document C.P.E.453) submitted by the Secretary was adopted by the Committee.

DATE OF THE NEXT SESSION.

The next session of the Committee will commence at Geneva on April 25th, 1935.

(Signed) Count CARTON DE WIART,
Chairman.

(Signed) Enrique J. GAJARDO,
Vice-Chairman.

(Signed) Eric Einar EKSTRAND,
Secretary, Director of the Opium Traffic
and Social Questions Sections.

Appendix.

[C.P.E.457.]

NOTE ON THE DEVELOPMENT OF THE SECRETARIAT'S ROLE AS AN
INFORMATION CENTRE FOR QUESTIONS CONCERNING CHILD WELFARE.

NOTE BY THE SECRETARY.

The Secretary has the honour to communicate to the members and assessors of the Child Welfare Committee the attached memorandum, which has been forwarded for information by the French delegate with the object of facilitating the study which the Child Welfare Committee is to undertake in accordance with the following resolution adopted by the Assembly on October 10th, 1933 :

“ The Assembly,

“ Referring to the programme drawn up by the Child Welfare Committee at the time of its creation, and adopted by the 1924 Assembly ;

“ Having taken note of the report presented to it by the Advisory Commission for the Protection and Welfare of Children and Young People and fully appreciating the work already performed :

“ Approves the conclusions of the said report, and asks the Child Welfare Committee to submit to it, if possible during its next session, more particularly in regard to the work of its secretariat as a ‘ documentation centre ’, a plan of work which will enable it to continue to the fullest extent the task contemplated at the time of its foundation.”

NOTE ON THE RÔLE OF THE CHILD WELFARE COMMITTEE AS A DOCUMENTATION
AND INFORMATION CENTRE.

At its last session, after eight years of existence, during which it had had an opportunity of exploring the sphere allotted to it, the Child Welfare Committee decided to hold an enquiry into its method of work.

The Committee considered that the rôle most suited to the conditions under which it worked (by reason of its composition, the duration of its sessions, etc.) was essentially that of a centralising body and that there were therefore three aspects of its work. The Committee should be :

(1) *A world documentation and information centre*, in which the League of Nations Secretariat must obviously be the principal agent ;

(2) *A centre of studies*, to be carried out by individual experts specially nominated for each question ;

(3) *A centre of action*, to organise :

(a) Co-operation of Governments with each other (preparation of conventions, agreements, international conferences, etc.) ;

(b) Co-operation of private bodies (liaison or unification of institutions either in one or in several countries).

* * *

The part to be played by the Committee as a “ centre of action ” in the preparation of conventions, agreements or conferences will not be considered here. There is no dissent on this point. No international body is better qualified for this task, which the Committee has discharged efficiently and should continue to discharge with diligence.

It does not seem that its rôle as a “ centre of study and research ” can be very widely extended at present. With the budget credits allotted to the Social Section, it is not possible to have a sufficient number of specialists to embark upon exhaustive investigations into a large number of subjects.

On the other hand, the Committee's function — or, to be more precise, that of its secretariat — as a “ world documentation and information centre ” can be very usefully developed without much cost. That would only need a small staff to carry out the work of classification, and such staff would consequently be easy to train. This work would, moreover, be performed in co-operation with the Library Service and the Information Section. The increase in the budget would therefore be insignificant in comparison with the great services which a centre of this kind would be capable of rendering if methodically organised.

Its usefulness is, indeed, proved by the number of visits and enquiries already received by the Secretariat from persons or organisations seeking information on the problems of childhood. Some gauge of its development may be afforded by the expansion of the Information Service in the Office d'Hygiène sociale in France. This service, which was created in 1925, now replies each year to more than 2,000 individual requests for information, and has found it necessary to disseminate the documentary material in its possession (240,000 documents) by means of a number of annual, quarterly, monthly and, indeed, weekly publications. Most of the enquiries received relate to protection of mothers and children. These figures conclusively demonstrate the desirability of setting up an international body to be responsible for the co-ordination and dissemination of documentary material concerning child welfare.

* * *

One aspect of the matter, to which too much attention cannot be paid, especially at the present juncture, is that of finance.

Be it noted first of all that the proposal is not to create an absolutely new body, or even to assign a new function to the secretariat of the Social Section, but simply to *provide for the rational organisation and methodical development* of a task which the secretariat has, at least in part and within the limits of the resources at its disposal, been compelled by the force of circumstances to undertake. How and to what extent are these resources to be developed? The answer is given by the actual nature of the task (documentation and information); the development (staff, budget) will have to be "governed" by the development of the known needs of documentation. It will be subject thereto and will keep pace with it. Thus, the secretariat and its expenses will only be *gradually* increased, *in proportion* to the increase in the number of enquiries. The work itself has been created by the existence of these enquiries, and similarly it is the extension of these enquiries that will bring about the extension of this function and will *govern* it. Fresh expenditure commitments will be justified in advance by *fresh and previous* requests for information. These very special conditions as to the working and development of the service make it possible completely to allay the financial preoccupations which the Committee is bound to feel. With this plan of work, which is imposed by the actual nature of the task, there is no reason to fear that the Committee will be plunging into the unknown or will be allowing itself to be involved in unprofitable expenditure.

This expenditure, moreover, will be comparatively small, and the example of the French Office d'Hygiène sociale is instructive and reassuring in this respect. The French office, when created, consisted in all of only one doctor and one secretary. The increase in staff has been purely gradual and has been made *pari passu* with the continuous increase in the number of enquiries. Thus, after seven years with a staff of only nine, the office now performs a task the usefulness of which may be appreciated by the figures given in the preceding paragraph (240,000 files, four bulletins published, replies sent to more than 2,000 enquiries annually).

* * *

It was for these reasons that, in the Fifth Committee of the last Assembly, the two Rapporteurs on child welfare questions — the Polish representative, Senator Hubicka, and the Chilean representative, M. Gajardo — drew special attention to the desirability of enlarging and organising more methodically this side of the Committee's activity.

The French delegate, Mme. Malaterre-Sellier, emphasised, in particular, the function for which the Committee appears specially qualified. She said :

"The Committee is the only group dealing with child welfare which is of a permanent character and consisting of Government representatives speaking on behalf of their Governments and acting in contact with the manifold administrations concerned with the problem of child welfare in each country.

"Moreover, the Committee, as an organ of the League of Nations, has the advantage of the wide sphere of influence of the League and the authority attaching to it. It is thus better fitted than any other institution to centralise and distribute the information and documentation which, in view of its official and international character, it is able to obtain. By recording all progress made, all new methods introduced and all results achieved, it will make them available to all countries and thus promote the cause of the child.

"There was some ground for thinking that this was not the Committee's principal task, by reason of the admirable studies which it has recently made concerning, in particular, illegitimate children, juvenile courts, children in moral danger, etc. Those are precedents which we should, of course, be very glad to see multiplied; but special donations, which made it possible to have the assistance of distinguished experts, have been appropriated to these enquiries. Work of that kind will, generally speaking, be carried out, not by the Committee, which would be unable to defray the heavy expenditure involved, but by international organisations, private bodies or individuals with special qualifications.

"Most of the problems connected with child welfare are already handled by numerous organisations; but, even so, the Committee will have a value second to none. It will broadcast the work already accomplished and, by replying to enquiries in a primarily humanitarian and social spirit, it will become the best possible medium of propaganda for the international organisations concerned with child welfare."

* * *

A discussion followed on the question, and the Fifth Committee unanimously adopted the following resolution :

"Referring to the programme drawn up by the Child Welfare Committee at the time of its creation, and adopted by the 1924 Assembly;

"Having taken note of the report presented to it by the Advisory Commission for the Protection and Welfare of Children and Young People and fully appreciating the work already performed:

" Approves the conclusions of the said report, and asks the Child Welfare Committee to submit to it, if possible during its next session, more particularly in regard to the work of its secretariat as a ' documentation centre ', a plan of work which will enable it to continue to the fullest extent the task contemplated at the time of its foundation."

* * *

The present note sets forth various considerations which may help the Committee in carrying out the task thus assigned to it by the Assembly. In this way, it completes and defines, on a particular point, the note submitted by the French delegation to the Committee last year on the improvements to be made in its programme and methods of work.

A. *Aims and Activities of the Committee as a Centre of Documentation.*

The secretariat of the Social Section will be entrusted with the task of *centralising* and *circulating* all documents relating to questions of child welfare.

Its duty will be to register and notify the progress accomplished in this field. All bodies (Governments, administrations, philanthropic societies, collective or individual groups of workers, experts or private individuals) interested in any question connected with children (bibliographical information or existing institutions) will know that they have only to apply to the secretariat of the Social Section to know the latest position in regard to each point.

The Committee's activities will thus have the double purpose of :

(1) Collecting documentation (compilation of files, collections of reviews, creation of a library, work of congresses, index-cards of legislation, etc.) ; and

(2) Circulating this documentation, either generally to all quarters in which it may be of use (by means of publications, propaganda or correspondence, or through the relations to be established with Governments, and other organisations or societies), or, in particular cases, in reply to specific applications for information (including applications from individuals).

B. *Field of Activity.*

" Nothing concerning the child should be foreign to the Committee." The formula implies that the Committee has to " take cognisance " of everything, but not by any means that it has to " deal with everything " or follow the same methods in all cases. Its activity will take on very different forms according to the subjects with which it deals, whether as a centre of documentation or as a centre of information.

But the idea of extending its activity — in different forms according to cases — to all questions connected with the child is at the very basis of the conception of its " centralising " functions. It has to make itself, not merely into an organ for documentation and circulation in connection with questions coming within its special province (*i.e.*, generally speaking, questions of a legal, moral, social or humanitarian character), but also as a centre for the spread of knowledge of the work of other organisations dealing with questions specifically relating to the child, in which latter connection it will be filling a notable gap. There are a number of organisations of this kind, but they are concerned with special studies and clearly defined forms of work, and they are not specially organised with a view to the spread of knowledge as to their work throughout the world. The Committee, through its secretariat, will be the only institution specially equipped for the purpose of centralising documentation on all questions connected with the child, co-ordinating and, lastly, circulating it, and will be able to reach and influence circles to which only the resources of the League of Nations can give it access.

A number of the League's organs deal with children's questions :

The Health Organisation (for questions of maternal and infantile hygiene, in connection with which a special Committee has been set up) ;

The International Labour Office (for questions connected with labour legislation and labour conventions) ;

The Committee on Intellectual Co-operation (for questions relating to education) ;

The International Educational Cinematographic Institute in Rome (for questions relating to educational films).

The Child Welfare Committee covers directly all other questions — *i.e.*, generally speaking, questions with legal, social, humanitarian or moral aspects. It will, of course, be part of its functions to circulate information as to the studies made and the documentation collected in these connections. But this is not all. It will have a special function, and that not the least important of its functions, in connection with other questions. While avoiding overlapping of any kind with any existing organisation, it will be its duty in relation to such organisations or institutions :

(1) To encourage new studies, particularly in connection with applications received for information ;

(2) To direct work in connection with the child in the social, humanitarian and moral fields with which it is specially concerned ;

(3) To circulate information with regard to technical studies and original work ;

(4) To present such studies and such work in a practical form such as will enable the bodies or persons concerned to make ready application of the conclusions reached ;

(5) To co-ordinate the scattered elements of information collected and supplied by other organisations in the replies which it gives to the applications made to it.

C. *Technical Methods of Work.*

It remains to consider the concrete form in which the "centre" can collect and circulate the documentation, and then to examine the exact nature of its relations to the other organisations of the League.

I. *Collection of Documentation.*

The duty of the secretariat of the Social Section will be to collect and keep up to date documentation on *all* questions concerning children.

The object of this documentation will be, on the one hand, to group together information of a bibliographical character, and, on the other, to collect all particulars of institutions dealing with children.

The main sources of the documentation will be books, reviews, accounts of congresses, personal enquiries, legislation, the work of other organisations, the publications or reports of different institutions, etc.

The books will be classified under a number of headings corresponding with the files of the documentation. Close touch will be maintained with the Library of the League of Nations. Reviews will be taken in three copies, so as to make it possible to keep a complete collection for the Library while including in the files articles cut out from the other two copies. Other information will be indexed on cards and kept.

As the need is felt, enquiries will be made in order to be able to reply to applications which the documentary material is inadequate to meet. Such enquiries will be made by application to qualified individuals or correspondents. In this connection, there will be no question of lengthy studies, which would be incompatible with the satisfactory operation of the documentary service. Lengthy enquiries can be made only by the "enquiries service" of the secretariat and not by its "documentation service".

The "index-cards of legislation", which will be kept continually up to date, should show at a glance the position in regard to legislation current or under preparation on any given subject.

II. *Utilisation of the Documentation.*

The documentation will be utilised in two ways :

(1) *Publications.* — The monthly publication of a "bibliographical repertory" will make it possible by notices of books or articles to popularise the most interesting elements of the documentation collected — that is to say, all those to which it is desirable to draw special attention. The bibliographical repertory will be sent to Governments.

This work of bibliographical documentation will be particularly valuable, for the reason that it will enable interested parties to keep in touch with the progress made in connection with the different subjects with which they are concerned ; alone, they have neither the time for nor the means of ransacking the numerous reviews from which the information has to be taken. If their attention is drawn specially to any particular notice, they can proceed either to procure a copy of the review or book in question, or, in certain cases, to ask the secretariat to lend them a copy or a summary of the study.

The publication of these bibliographical surveys would be facilitated by collaboration with the Library of the League of Nations.

Each year there will be published a bulletin (summary of legislation) containing notices of laws or bills, decrees or circulars dealing with children, together with summaries of the texts where the latter constitute any specially interesting new achievement.

Lastly, if the need is felt, it will be possible to circulate typewritten notices of information which it appears important to bring to the knowledge of interested parties, such as announcements or reports of congresses or conferences.

The picture thus adumbrated should not give rise to apprehension. It represents what the activities of the centre will be when they are fully developed. The various publications proposed will appear only as and when the need for them is felt and the situation permits — that is to say, in proportion to the extension of the applications received and the co-operation made available.

(2) *Replies to Applications for Documentary Material.* — The Secretary already receives a certain number of applications for information, and there can be no doubt — as the experience of the French Office d'Hygiène sociale with its 2,000 applications a year shows — that this form of activity admits of considerable development, for the simple reason that it meets a felt need and fills a gap. Although there are a number of individual institutions dealing with a variety of problems connected with children, there is no central office in the world in which public or private enterprises can find, *co-ordinated and centralised*, the technical information which is indispensable to ensure the satisfactory organisation and operation of the work which they propose to undertake.

All those concerned with the general problem of child welfare or with special aspects of the problem — and their number is legion — must in future be in a position to apply to the Geneva centre in the certainty that they will find there all the information they require, or at any rate will be directed to the organisation best qualified to furnish such information.

A question of this kind — for example, in the case of blind children — has a number of different aspects (legal, social, educational and administrative) and concerns, accordingly, a number of different administrative departments (Public Health, Education, Poor Relief, Justice, Interior, Labour), as well as a number of different services (welfare work, nursing, district visitors, etc.) and a number of official or private bodies. Hence the very great interest attaching to the establishment of an organisation for the centralising of information and enquiry, which can co-ordinate in a complete reply elements of information drawn from a number of scattered sources. Centralisation of this kind is in accordance with the wishes expressed by various international congresses on child welfare (for example, those held at Geneva in 1925 and at Paris in 1928), all of which have always emphasised the *variety* and *interdependence* of the different aspects of all problems connected with children and the need for studies and solutions taking all such aspects into account.

III. *Relations with the Other Organisations of the League of Nations, with States and with Private Bodies.*

As regards questions of legal, social and moral welfare, the centre spreads information relating to questions which the Child Welfare Committee has usually studied or dealt with itself.

How will it arrange and effect the division of labour with regard to the other problems ?

Health. — All public health and medical studies must, even when concluded, remain within the province of the Health Organisation. Information relating to these questions can only be kept up to date, and useful replies to the questions can only be given, by a public health specialist or a doctor. Collaboration might be effected as follows :

(1) A card-index might be kept at the information centre so as to enable the centre to know at any time with what subjects connected with maternal or infantile hygiene the Health Organisation has dealt or is dealing.

(2) A member of the Health Section might be appointed as a liaison agent with the information centre. All requests for information with regard to a health question or a question connected with the medical care of mothers or children would be transmitted to him, and he would draft the replies (a liaison agent has already been appointed between the Health Organisation and the Child Welfare *Committee*, but, as he is not an official, he does not take part in the League's child welfare work, except to attend the annual session of the *Committee*).

Labour. — As the liaison agent between the International Labour Office and the Child Welfare Committee is an official of the Labour Office, it will be all the easier to arrange for collaboration. This official might also become the liaison officer with the information centre. Through him, the centre would be kept informed on all the questions relating to children and adolescents which are being studied by the International Labour Office. As regards the subjects the examination of which has been terminated and which are regulated by international Conventions in force, the information centre might itself draft the replies on the basis of information contained in publications of the International Labour Office (for instance, texts of Conventions, number of ratifications, etc.).

Similar methods of collaboration should be examined with the Institute of Intellectual Co-operation in Paris, the International Educational Cinematographic Institute in Rome, and with other important international bodies dealing with child welfare questions.

The information centre would also have to keep up to date the list of all organisations, official and private, international and national, relating to children, take their publications and keep in touch with them. It would appoint correspondents, who would be particularly useful as information agents and also for making the Committee's work known.

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The problem of the relations between the Geneva centre and the various bodies dealing with children would thus be solved in different ways, varying according to the character of the bodies and the nature of the questions studied. The secretariat will have to adapt its work to the particular conditions of each case dealt with. The only principle to be observed here is the avoidance of all overlapping or any duplication of work, whether in the collation or in the distribution.

In order to avoid this pitfall, it will be sufficient to keep the Geneva centre carefully within the limits of its proper function — namely, the establishment of a "comparative international documentation". This essential rôle, which is quite peculiar to the centre, gives to it, in its twofold task of collating and distributing documentation, very different activities from that of the national bodies. Its documentation will be prepared mainly on the basis of the work of the national bodies, and, in particular, on the annual reports of the Governments. This documentation may, according to circumstances, vary between the maintenance of complete files and the collection of simple cards. Requests for information will reach it not only from private persons or private institutions, but also, and primarily, from national bodies desirous of ascertaining the progress made in other countries ; these bodies will know that such information is registered at this centre, which they themselves periodically keep informed of the progress made in their own countries. The replies sent by the centre will often differ considerably from those supplied by the national bodies ; sometimes they will be complete

and detailed studies and sometimes brief notes, while often they will simply indicate the organisation best qualified to supply the documentation required. It should be noted that, even in the last case, the work of the Geneva centre retains its full usefulness and importance. It may even be said that it is then that the centre really fulfils its original and essential function.

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Even the most individual questions relating to child welfare almost always assume a complex aspect, as they bring into play manifold problems connected with legal, economic and social life. Up to the present, there has been no centralising or co-ordinating body in any part of the world which has kept a record of the latest acquisitions to knowledge made in the realm of child welfare. It is this defect which urgently needs to be remedied. A "chamber for the registration and notification" of the progress made in connection with child welfare is sure to obtain a hearing from all — Governments and nations, legal experts and mothers, philanthropists and administrators. Its opinion will be sought by all; it will be the valuable auxiliary and complement of all the specialised bodies, whose work it will guide, co-ordinate and make known. The creation of such a chamber seems to be particularly opportune during the crisis through which the world is now passing, and no one can fail to realise the necessity for it and the benefit it would bring.

and the other side of the mountain range, where the river flows into the sea, the water is very pure and clear, and the air is very fresh and healthy. The mountains are very high and steep, and the valleys are very fertile and productive. The people who live in this country are very happy and contented, and they are very kind and hospitable to strangers.

It is a very beautiful country, and it is very healthy. The mountains are very high and steep, and the valleys are very fertile and productive. The people who live in this country are very happy and contented, and they are very kind and hospitable to strangers. The water is very pure and clear, and the air is very fresh and healthy. The mountains are very high and steep, and the valleys are very fertile and productive. The people who live in this country are very happy and contented, and they are very kind and hospitable to strangers.

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